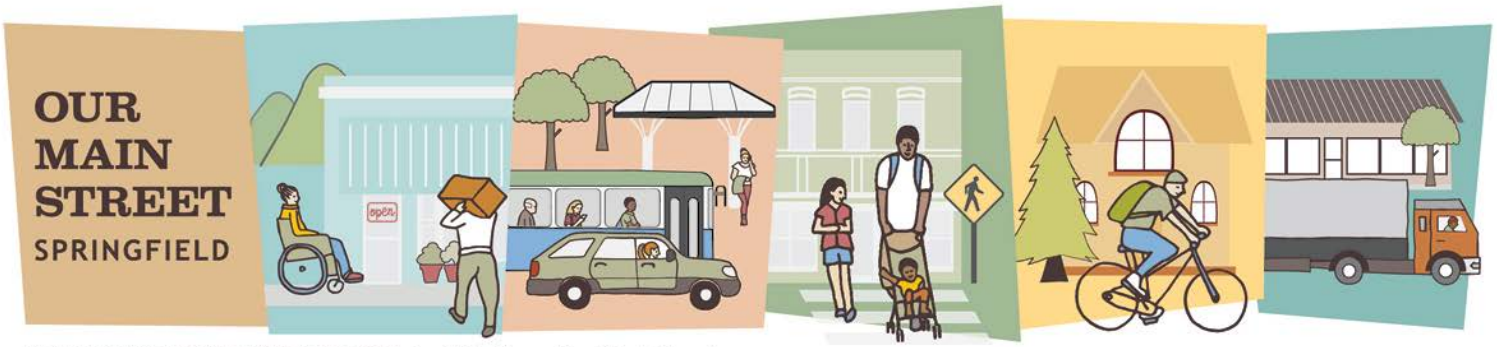

TECHNICAL MEMORANDUM #18: IMPLEMENTATION OVERVIEW

DATE: August 16, 2021

TO: Molly Markarian | City of Springfield
Bill Johnson | ODOT Region 2

FROM: Darci Rudzinski and Clinton "CJ" Doxsee | Angelo Planning Group

SUBJECT: Task 9.1: Implementation Overview — DKS Project 14180-023
Tech Memo #18: Final

INTRODUCTION

This memorandum outlines an approach for amending the State of Oregon and the City of Springfield's plans and regulations to incorporate the goals, objectives, and design concepts identified through the Planning Phase of the Main Street Safety Project. Recommended regulatory amendments are intended to implement project recommendations that will be incorporated into the Main Street Facility Plan, as well as ensure consistency with adopted planning regulations. The memorandum also specifies implementation roles and responsibilities to clarify state and local expectations.

The Planning Phase of the Main Street Safety Project has provided a process and forum to coordinate goals, regulations, and design concepts between the City of Springfield and the Oregon Department of Transportation (ODOT). The City has authority for land use and local street network planning while ODOT has authority to plan for highway (OR 126) facility improvements and access management on the corridor. The Main Street Facility Plan is the document that memorializes these responsibilities and actions and should be adopted by each governing body to guide the direction and actions moving forward that will implement needed upgrades to address the safety problem on Main Street.

Upon local adoption, the Main Street Facility Plan will update the City's Transportation System Plan (TSP) – the transportation element of the City's Comprehensive Plan – with a focus on increasing safety on the Main Street corridor while also addressing the other community values and goals established in this planning process. Adoption of the Facility Plan by the Oregon Transportation Commission (OTC) will ensure that this detailed refinement plan for the corridor will guide the design and location of highway improvements and future state investment.

DKS Angelo planning group ECONorthwest jla public involvement OBEC CONSULTING ENGINEERS RTE Roundabouts & Traffic Engineering

REGULATORY CONTEXT

Below is an overview of the planning framework guiding the project, highlighting plans, policies, and guidelines most closely aligned with project implementation, as originally identified in *Technical Memorandum #2: Plans and Policies Framework* (TM #2). The focus of this section is to highlight requirements that dictate more interagency coordination and adopted plans that will need to be amended as the result of Main Street Facility Plan recommendations, or to ensure consistency between adopted plans.

State Plans

The **Oregon Highway Plan (OHP)**, an Oregon Transportation Plan modal plan, establishes long-range policies and investment strategies for the state highway system. The OHP is amended as needed to incorporate refinement plans such as the Springfield Main Street Facility Plan. Policies in the OHP emphasize the efficient management of the highway system to increase safety and to extend highway capacity, partnerships with other agencies and local governments, and the use of new techniques to improve road safety and capacity. These policies also link land use and transportation, set standards for highway performance and access management, and emphasize the relationship between state highways and local road, bicycle, pedestrian, transit, rail, and air systems.

ORS 366.215 and **OAR Chapter 731, Division 12** designate requirements for reviewing Reduction of Vehicle-carrying Capacity (RVC) on designated Reduction Review Routes (RRR).[1] OR 126 is designated as an RRR east of Bob Straub Parkway. The RRR designation requires that permanent reductions to freight vehicle-carrying capacity may not be made unless safety or access considerations require the reduction. Examples of roadway changes that would require review include street upgrades that impact vertical clearances for tall trucks or the ability to move oversized trucks through the corridor.

ORS 824.206 and OAR Chapter 741[2] establishes procedures and requirements that govern modifications to public at-grade rail crossings. Railroad crossings, including traffic control devices and roadway elements within the crossing influence area, are under the jurisdiction of ODOT Commerce and Compliance Division. Any work within 500 feet is considered within their jurisdiction. A rail crossing order permit will be required to construct cross section improvements between 28th Street and 32nd Street or to construct a roundabout at 28th Street, as it is within 500 feet of the at-grade railroad crossing. The rail crossing order process typically takes 6 to 18 months, depending on the complexity of the proposed work.

OAR Chapter 731, Division 51[3] establishes procedures, standards, and approval criteria that govern highway access management and approach permitting. The Springfield Main Street Facility Plan process addresses access management consistent with Division 51, including public participation and development of key principles for access and a methodology for assessing the facility plan. The access management key principles

[1] OAR 731-012, https://secure.sos.state.or.us/oard/displayDivisionRules.action?selectedDivision=3274
[2] OAR 741, https://secure.sos.state.or.us/oard/displayChapterRules.action?selectedChapter=108
[3] OAR 734-051, https://secure.sos.state.or.us/oard/displayDivisionRules.action?selectedDivision=3317

and access management methodology will be included in the Facility Plan, ensuring that future decisions will be consistent with Division 51 and the intent to balance permitted land uses and the economic development objectives of properties abutting the corridor with the transportation safety and access management objectives for the state highway.[4]

Regional Plans

The **Eugene-Springfield Metropolitan Area General Plan (Metro Plan)** is the metropolitan area's comprehensive plan and serves as the overarching land use policy document for regional planning. It guides the development of land use and public facilities, as well as planning for the local economy and the conservation of natural resources. The 2001 **Eugene-Springfield Metropolitan Area Transportation Plan (TransPlan)** serves as the transportation element of the Metro Plan and provides regional transportation goals and policies.[5]

The **2017 Central Lane MPO Regional Transportation Plan (RTP)** establishes a policy foundation, implementation measures (projects and programs), and implementation performance measures and monitoring for transportation systems in the Eugene-Springfield metropolitan region. The RTP policy element includes tiers of goals, objectives, and policies covering land use, transportation demand management (TDM), transportation system improvements (improvements system-wide and by mode), and finance. The RTP guides transportation system planning and investment in the region and may be implemented through local TSPs.

Local Plans

The **Springfield 2030 Comprehensive Plan** is the long-range policy guide for land use in the City's urban growth boundary (UGB), consistent with statewide planning goals. The Comprehensive Plan establishes goals, policies, and implementation actions for the City. It is a refinement of the Metro Plan, which previously served as the City's comprehensive plan document. Both documents provide guidance, but the Comprehensive Plan prevails where the two are inconsistent. The Comprehensive Plan's objectives and policies work in concert with the goals and objectives of the **Springfield 2035 Transportation System Plan (TSP)** to provide direction on transportation system and land use decision-making in the City.

The TSP, adopted in 2014 and amended in 2020, serves as the transportation element of the Springfield Comprehensive Plan. It establishes the City's goals, policies, and project needs for developing and improving the transportation system within the City's UGB**.**

The **Springfield Development Code** implements the long-range land use vision embodied in the Springfield Comprehensive Plan. It regulates uses within the City and establishes standards for development and land divisions.

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[4] OAR 734-051-1020, https://secure.sos.state.or.us/oard/viewSingleRule.action?ruleVrsnRsn=183591

[5] The TransPlan served as the local agency transportation system plan for Springfield until March 2014 when the City adopted its own transportation system plan, the *Springfield 2035 Transportation System Plan*.

PLAN ADOPTION PROCESS

The Springfield Main Street Facility Plan will need to be adopted at the state, regional, and local levels to ensure that state facilities and improvements are consistent with the planned local street network, and the collective system can support the desired land uses in the vicinity.

The State, regional, and local governments will all take action to adopt the recommendations of the Springfield Main Street Facility Plan; however, the processes for each are different, as are the roles and responsibilities at each level of government. Ultimately, the Springfield Main Street Facility Plan will be presented to the OTC for adoption as a state facility plan and an amendment to the OHP. Prior to adoption by the OTC, ODOT and the City of Springfield will work collaboratively on developing amendments to local and regional policy documents. The purpose of these amendments will be to support the Main Street Facility Plan policies and to ensure consistency between the Plan's recommendations, local plans, and development regulations. In addition, the Central Lane MPO will adopt the Springfield Main Street Facility Plan by reference as part of the RTP; adoption is anticipated to occur during the RTP's regular four-year update interval.

Upon adoption, the facility plan becomes the planning document that governs future transportation investments in the corridor. Future changes to local plans and development requirements will need to be found consistent with the adopted facility plan.

Specific elements of the facility plan are expected to modify local plans and policies to include new transportation-related policies, access management requirements/expectations, and street upgrade projects on local roadways connecting to the corridor. New ordinances or amendments to existing ordinances, will be required to ensure that access management and land use management objectives are achieved. *Technical Memorandum #19: Local Policy and Ordinance Amendments* (TM #19) will provide recommendations related to policy and ordinance amendments needed to support adoption and implementation of the plan.

Amending the local and regional policy documents by adopting the Springfield Main Street Facility Plan as a refinement to adopted transportation plans will ensure consistency between state, regional, and local planning and implementation objectives for the corridor.

The sequence of adoption at the state, regional, and local levels can be generally summarized in the following manner. Additional information on each jurisdiction's implementation actions is outlined in the sections that follow.

1. The Mobility Advisory Committee (MAC) considers a Reduction of Vehicle-carrying Capacity for the Reduction Review Route and provides recommendations to the OTC.
2. City concurrently amends the TSP, the transportation element of the Springfield Comprehensive Plan, and the Springfield Development Code to implement the Main Street Facility Plan, through a Type IV legislative procedure. The Type IV legislative procedure includes public hearings before the Springfield Planning Commission and City Council.
3. OTC adopts the Springfield Main Street Facility Plan as an amendment to the OHP.

4. Central Lane MPO amends the RTP to include the Main Street Facility Plan by reference as part of its 4-year update cycle.

Local Implementation

- The City will adopt the Main Street Facility Plan as a refinement to the Springfield 2035 TSP. The TSP is the transportation element of the Springfield Comprehensive Plan and so a TSP amendment is processed as an amendment to the Springfield Comprehensive Plan.
    - The City will amend the comprehensive plan pursuant to Springfield Development Code 5.6-100 et seq and 5.14-100 et seq.
    - The comprehensive plan amendment will include a Type I Metro Plan amendment.[6]
    - Comprehensive plan amendments that are Type I Metro Plan amendments are reviewed by the Planning Commission and City Council pursuant to a Type IV legislative procedure in accordance with Springfield Development Code 5.1-140 and 5.14-130. The procedure includes notice requirements and public hearings and can be subject to appeal. Adoption of the proposed amendments must be supported by findings demonstrating compliance with the Springfield 2030 Comprehensive Plan and Metro Plan, applicable state statutes, and applicable statewide planning goals and administrative rules.
- The City will amend the Springfield Development Code to implement the Main Street Facility Plan. Amendments to the Springfield Development Code are expected to include additional or refined requirements related to the following: street design standards, street cross-section diagrams, right-of-way dedications, and access management.
    - The City will amend the Springfield Development Code pursuant to Springfield Development Code 5.6-100.
    - Amendments to the Springfield Development Code are adopted under a Type IV legislative procedure and can occur concurrently with proposed comprehensive plan amendments

Central Lane MPO Implementation

- The Central Lane MPO will amend the RTP to include the Main Street Facility Plan by reference as part of its regular 4-year update cycle after the City has adopted the Main Street Facility Plan. The MPO is currently in the process of updating the plan for 2021 and will make note of the pending facility plan. The next RTP update cycle is anticipated to be completed by the end of 2025.[7]

[6] A Metro Plan amendment is processed through the same review procedure and approval criteria as an amendment to the Comprehensive Plan. The Metro Plan is considered a Type I text amendment under Springfield Development Code 5.14-115.A.2.b because the Main Street Facility Plan applies only inside Springfield City limits.

[7] Amendments to the RTP needed to facilitate the implementation of projects can be processed within the time it takes to conduct the required analysis (for financial constraint and air quality conformity) and public notice; typically, two to three months.

ODOT Implementation

- The MAC will consider any potential Reduction of Vehicle-carrying Capacity in conformance with ORS 366.215 and OAR Chapter 731, Division12, and provide recommendations to the OTC.[8] Specifically the review will be necessary for all improvements east of Bob Straub Parkway and any roundabouts proposed along the corridor.
- The Main Street Facility Plan will be adopted by the OTC as an amendment to the OHP. The OTC will take this action subsequent to City adoption of the plan.
- The Main Street Facility Plan will be considered a refinement of the OHP once adopted.

FUTURE STEPS

Springfield Main Street Facility Plan adoption at the local, regional, and state levels memorializes the planning-level objectives and needed projects along the corridor. Further action will be necessary before street upgrades in the plan can be constructed. These actions include, but may not be limited to, identifying and securing additional funding for engineering design and construction as well as undergoing ODOT's design approval process as part of project development. Implementation of proposed improvements in the Springfield Main Street Facility Plan also will need to be coordinated with Lane Transit District and the project design phase for proposed transit improvements in the corridor.

Project Funding

Securing additional funding is a critical component for constructing safety upgrades in the corridor. Available funding sources will vary depending on the type of street design element. Some upgrades in the corridor will be dependent on additional funding and will be required to adhere to any requirements or stipulations associated with the funding source. The adopted plan will include a funding strategy that considers costs of improvements, potential public and private participation in future project funding, and available funding opportunities.

Project Development

Due to the size of the corridor and total cost to implement all recommended improvements, it is anticipated that the Main Street Facility Plan recommendations will be constructed in phases. After the Main Street Facility Plan has been adopted and as funding is identified for each phase, ODOT will undergo future Design phases; design processes that would include additional community engagement and engineering to develop more detailed solutions and construction plans. These design processes generally include:

- Developing one or more intergovernmental agreements (IGA) that the City of Springfield and ODOT agree to. The Springfield Main Street Facility Plan will include guidance for developing an IGA during

[8] ORS 366.215 and OAR 731, Division 12, describe requirements for reviewing roadway modification that could potentially reduce the vehicle carrying capacity of certain types of state highways, including portions of Main Street. OAR 831-012-0070 (Stakeholder Forum Planning Input) specifically indicates facility plans need to be reviewed by the Mobility Advisory Committee.

project development and, for example, would address responsibilities associated with design, project delivery, community engagement, advertising, land use application processing, and budget/compensation.

- Developing a preliminary design that will further refine the concepts identified in the Facility Plan. It will include additional considerations such as enhanced bicycle/pedestrian crossings and wayfinding/signage improvements and utilize design guidance such as the Key Principles and Access Management Methodology – developed in conformance with OAR 734-051 – to more fully evaluate potential impacts.
- Refreshing the Access Management Methodology and developing an Access Management Strategy – in conformance with OAR 734-051. This will include another opportunity for property owners to provide comments and discuss economic development needs.
- Compiling applicable environmental documentation (a NEPA process with periodic reviews/updates as necessary between project phases, depending on the implementation strategy)[9] and addressing other federal requirements related to highway improvements.[10]
- Developing a final design and obtaining federal (NEPA) compliance.

In undergoing the design process, the final design and footprint of the project may be different than how improvements are depicted in the Main Street Facility Plan. The Facility Plan will identify solutions for addressing identified needs along the corridor and offers flexibility in how the design of needed improvements implement the solution.[11] Because the corridor is a state highway facility and will require conformance with NEPA requirements, the design process coordination will be completed as required by OAR Chapter 731, Division 15. Division 15 establishes coordination procedures used by ODOT to ensure programs are completed in compliance with statewide planning goals and acknowledged comprehensive plans. Additional information on the types of decision-making processes that may require a land-use notice will be provided in the Facility Plan.

[9] https://www.environment.fhwa.dot.gov/nepa/classes_of_action.aspx

[10] If required, design exceptions would be obtained during the preliminary design phase. Guidelines such as the Blueprint for Urban Design (BUD) allow greater flexibility for designing improvements in urban areas and may help limit the need for design exceptions.

[11] For example, there is built-in flexibility in how future transportation improvements developed during the design phase can meet the median guiding principles, cross-sections, and design concepts (maps) in the Facility Plan. Similarly, stormwater facilities are not shown or described in the plan and may need to be constructed at various locations along the corridor.